

## Emergency Support Function #15 Donations and Volunteer Management

**Primary District Agency:** Emergency Management Agency

**Support District Agencies:** Department of Employment Services  
Department of Health  
Department of Human Services  
Department of Mental Health  
Department of Public Works  
Executive Office of the Mayor  
Office of Communications  
Metropolitan Police Department  
Office of Property Management  
Office of the Chief Technology Officer  
DC Fire and Emergency Medical Services Department  
DC Public Schools  
Department of Corrections  
Department of Parks and Recreation

*Non-Governmental Organizations:*

DC Volunteer Organizations Active in Disasters  
American Red Cross, Headquarters  
American Red Cross, National Capital Chapter  
Salvation Army  
Consortium of Universities  
University of the District of Columbia  
Adventist Community Service  
Catholic Charities, USA  
Church World Services  
Capitol Area Food Banks  
Greater DC Cares  
DC Vision  
Humane Society  
Lutheran Social Services  
Church World Service (CWS)  
Mennonite Disaster Services  
National Catholic Disaster Relief Committee  
National Organization of Victims Assistance  
Southern Baptist Disaster Relief  
Volunteers of America  
Local and Community Organizations  
Other Disaster Relief Agencies

**Lead Federal Agency:** Federal Emergency Management Agency

**Other Federal Support Organization:** National Guard

## ***I. Introduction***

### **A. Purpose**

ESF #15—Donations and Volunteer Management provides guidance on the District's role in donations management in a public emergency and establishes a consistent framework for coordinating with volunteer organizations supporting a response. Any reference to donated goods and services in this annex means unsolicited goods and unaffiliated volunteer services. This plan does not affect the established procedures of voluntary agencies regarding their respective procedures for solicited goods and services. The procedures outlined are for the coordination, acceptance, control, receipt, storage, distribution, and disposal of donation management responsibilities.

ESF #15 outlines a donations management program for the District, which can be implemented for large-scale, high-visibility disasters, or for smaller-scale disasters, which also may generate a flow of unsolicited donated goods and volunteer services. It strives to adhere to the National Donations Management Strategy as outlined in the Federal Response Plan.

### **B. Scope**

This guidance applies to all agencies, organizations, and personnel with direct and indirect donations management responsibilities under the District Response Plan (DRP).

## ***II. Policies***

- A. Full use of existing voluntary organization donations systems is encouraged before the assistance of the federal or District governments is sought.
- B. The District government looks principally to those voluntary organizations with established donation management structures already in place to receive and deliver appropriate donated goods to emergency victims.
- C. Necessary response activities for donations management that may be undertaken by the Emergency Management Agency (EMA) before a mayoral or presidential declaration will be closely coordinated with other District officials and appropriate volunteer agency representatives.

- D. The District government encourages donors interested making financial contributions and/or volunteering their personal services to affiliate with a recognized nonprofit voluntary organization to facilitate their involvement in public emergency relief activities.

### ***III. Situation***

#### **A. Disaster Condition**

The donation management coordination program for the District will be implemented once it is determined that the public emergency is of such magnitude, or is receiving high media attention, that donations management at the District level is needed.

#### **B. Planning Assumptions**

1. Donations management response activities may be necessary before a public emergency declaration and hence require rapid coordination to mitigate potential donations problems in the response phase of disaster operations.
2. In the event of a public emergency causing large-scale loss of life and destruction of property, donors will offer assistance of virtually any kind, including cash, goods, equipment and loan of equipment, and the services of individuals.
3. Offers of assistance will be made directly to all levels of government—federal and District—as well as to voluntary organizations.
4. In less-than-large-scale or “high-visibility” public emergencies, donations management will be handled by voluntary organizations with or without federal or District involvement.
5. Certain key preparedness steps are critical for the successful implementation of this ESF. Those steps include: 1) Training of participating organizations. 2) Donations management exercises 3) Public education including the widespread dissemination of the Donations Management Brochure L-217 (English and Spanish versions). 4) After-action briefings on donations management operations from other States’ experiences.
6. Lack of a management system for donated goods and volunteer services may easily result in further chaos and confusion in the disaster area. Moreover, unsolicited shipments of donated goods and large numbers of unaffiliated volunteers may interfere and impede critical disaster response and recovery operations.

## ***IV. Concept of Operations***

### **A. General**

1. EMA will serve as the primary agency for managing donations during a public emergency. However, management of donations requires a coordinated effort by all involved government entities, voluntary and community-based organizations, the business sector, and the media.
2. EMA will coordinate the establishment of the Donations Coordination Hotline where offers are taken and processed by an experienced Donations Coordination Team (DCT) able to negotiate with the donors regarding shipping, receiving and distribution. The expectation is that the recipient disaster relief agency, working with other DCT members, will know what the needs are in the community, will decide if the offer is appropriate or not, and if so, will request the donor to send the goods to either the recipient agency's warehouse for later distribution or to a central multi-agency warehouse for the use of all disaster agencies responding to the disaster.
3. The EMA Donations Coordinator works closely with voluntary organizations and agencies to form the Donations Coordination Team (DCT). The Donations Coordinator, in conjunction with voluntary organization partners and the DCT, is in charge of developing donations management plans and managing the flow of goods and services during public emergency response and recovery operations.
4. EMA coordinating activities may include:
  - Enhancing voluntary organization coordination;
  - Assisting in establishing a DCT and Donations Coordination Center(s);
  - Working through OPM, securing District warehouse spaces as well as staging areas, points of entry, and checkpoints;
  - Providing technical and managerial support, (excluding solicitation of donations to non-District government organizations);
  - Establishing a network of information and contacts to assist donations specialists in the field;
  - Providing donations management communications support as necessary, (excluding solicitation of donations to non-District government organizations);
  - Making early contact with the key Donations Coordinators of the national voluntary organizations for donations situation assessment;
  - Work through ESF #14 in coordinating community committees that provide valuable service to EMA by providing a good source of disseminating information to District residents and also organizing volunteers for recovery efforts;

- Based on the affected community's request for assistance and needs, providing donations program guidance, a Donations Coordinator, and other assistance, as appropriate;
  - As needed and with the appropriate federal agencies, coordinating international offers of assistance that meet acceptance criteria established by the District and the Federal Emergency Management Agency (FEMA) (excluding solicitation of donations to non-District government organizations);
  - Coordinate with ESF #5 to provide information updates from all participating agencies to maintain essential information for the plan, including updates to agreements, roles, and responsibilities; and
  - Maintaining compliance with the District risk management laws and ensuring that volunteers are covered for worker's compensation and liability.
5. DCTs will coordinate through the EMA Public Information Officer for the timely release of information by ESF #14 to the public regarding the needs of victims, agencies involved in public emergency relief, acceptable donations, volunteers, and readily available points of contact (POCs) to ensure appropriate and essential donations management.

## **B. Organization**

### **1. Donations Coordination Team Leader**

- a. The DCT Team Leader will be the EMA Volunteer Coordinator and will serve as the liaison as a member of the Consequence Management Team (CMT) to the Emergency Operations Center (EOC). Following deactivation, the team leader will continue to coordinate the DCT.
- b. The DCT Team Leader will have a clear understanding of the Federal Response Plan to ensure an appropriate interface with private resources.

### **2. Donations Coordination Team**

The Donations Coordination Team is an operational team led by EMA and made up of a wide number of voluntary agencies, community based organizations involved in distributing donated goods and/or utilizing volunteers, and District social service agencies. The incentive for being a part of the DCT is access to a number of potentially good donated resources, however, to manage donations effectively each DCT member is expected to share in the overall responsibilities of the operation.

- a. Membership for this team can include a representative from the following agencies:
  - Adventist Community Service;
  - American Red Cross, National Capital Chapter;
  - Catholic Charities, USA;
  - Church World Services;
  - FEMA Donations Coordinator;
  - Capitol Area Food Banks;
  - Greater DC Cares;
  - DC Vision;
  - Humane Society;
  - Lutheran Social Services;
  - Mayor's Office;
  - Church World Service (CWS);
  - Mennonite Disaster Services;
  - National Catholic Disaster Relief Committee;
  - National Guard;
  - National Organization of Victims Assistance;
  - Southern Baptist Disaster Relief;
  - The Salvation Army;
  - Volunteers of America;
  - District Transportation Officials;
  - Local and Community Organizations (as appropriate); and
  - Other Disaster Relief Agencies (as indicated).
- b. The DCT can be organized into 6 sections:
  - 1) Phone bank Operations
  - 2) Processing Offers
  - 3) Logistics/Warehouses
  - 4) Media Relations
  - 5) Intelligence
  - 6) Volunteer Coordination
- c. The DCT will establish and manage the Donations Coordination Hotline depending on nature of disaster, media visibility, early signs of collection drives, and level of calls being received by emergency management organizations.
- d. The DCT will activate a warehouse management system to hold uncoordinated, unsolicited shipments away from the disaster area.
- e. The DCT will work closely with ESF #14 to get clear and regular messages to the media, as well as conduct donations intelligence particularly by monitoring news sources for collection drives.

- f. The DCT will form a Volunteer Management Program to funnel information on volunteer offers to one source and also inform the community of where to turn in orders to make use of volunteer help.
- g. The DCT's Needs Group must obtain an active needs survey coordinated through the EOC in all stricken areas.
- h. The DCT will prepare an after-action report identifying strengths and weaknesses in the team's performance.
- i. The DCT will provide continuous, ongoing training efforts to all team members.

### **C. Notification**

1. If ESF #15 is activated, the Volunteer Coordinator will immediately report to the EOC. The team leader will then alert all public emergency donations personnel and volunteers and assume District-level coordination of donations as necessary.
2. Immediately upon receipt of information about the public emergency and upon notification of any District Response Plan implementation, the Volunteer Coordinator will contact the EMA director for information and guidance on the situation and ongoing response planning and coordinate ESF #15 response preparations.

### **D. Response Activities**

#### **1. Initial Actions**

As part of the EMA EOC activation, the CMT Director will direct the Donations Coordinator to initiate the following activities, as needed:

- Establish an incident-specific donations plan;
- Establish contact and begin to coordinate with representatives from established voluntary organizations;
- Work through existing processes and procedures for enabling non-established volunteer organizations to engage in supporting the response and contributing support;
- Ensure close coordination among regional relief center(s), staging areas, local EOCs, and federal organizations and agencies;
- Establish a toll-free helpline to provide information and provide a resource to enable volunteers and voluntary organizations to provide donations;
- Identify donations collection and distribution sites by coordinating with representatives of the EMA located at the District EOC;

- Work with existing procedures, forms, and records management systems to track the flow, quantity, types, and distribution of donations;
- Produce reports concerning donation and volunteer activities. These reports are to be distributed to relevant District response agencies, including the Metropolitan Police Department (MPD), the DC Fire and Emergency Medical Services (DCFEMS), the Mayor's Office, and the Director of EMA;
- Provide status updates and other information to ESF #5—Information and Planning, the Community Relations & Public Information coordinator, and the Executive Office of the Mayor (EOM), as requested; and
- For public emergencies resulting in the activation of the Federal Response Plan (FRP), coordinate with FEMA and federal donation coordination representatives, as outlined in the donations annex of the FRP.

## ***V. Responsibilities***

### **A. Primary District Agency**

**Emergency Management Agency (EMA)**—EMA will serve as the primary agency for managing donations during a public emergency. This is done through the Donations Coordinator working with government entities, voluntary and community-based organizations, the business sector, and the media.

### **B. Support District Agencies**

1. **Department of Employment Services (DOES)**—DOES, in cooperation with EMA, will manage issues related to the recruitment of manpower during a public emergency and will serve as the central clearinghouse for mobilization and referral of paid and unpaid workers. DOES, in coordination with all other critical agency liaisons, will work together to allocate critical manpower resources on a priority basis.
2. **Department of Health (DOH)**—DOH will provide information on the types of donations that would be most beneficial to assist victims during the disaster.
3. **Department of Human Services (DHS)**—DHS will work with volunteer organizations to coordinate the delivery of donated goods and services to shelters and assist with FEMA procedures relative to emergency declarations.
4. **Department of Mental Health (DMH)**—DMH has established a Clearinghouse Communication Center for volunteers to provide mental health services for those seeking assistance. This clearinghouse also acts as a referral service for local community members seeking such support.



5. **Department of Public Works (DPW)**—DPW will provide transportation assistance to support the DCTs or voluntary organizations in distributing donated goods and services.
6. **Executive Office of the Mayor (EOM)**—EOM will conduct the community relations aspects of requesting donated goods for public emergencies.
7. **Office of Communications (OC)**—OC will ensure that timely, reliable, consistent, and accurate information is made available to the public, affected communities, and other relevant parties.
8. **Metropolitan Police Department (MPD)**—MPD will provide security at donation receiving and staging locations and provide escort assistance.
9. **Office of Property Management (OPM)**—OPM will be mobilized during the public emergency to aid in warehousing and staging of donated goods and services.
10. **Office of the Chief Technology Officer (OCTO)**—OCTO will provide information technology and information management support to assist in monitoring and tracking donations.
11. **DC Fire and Emergency Medical Services Department (DCFEMS)**—DCFEMS will coordinate with EMA in managing donations, including notification when donations are about to be or have been depleted.
12. **DC Public Schools (DCPS)**—DCPS will provide space/facilities and staff to support DCTs and for receiving, organizing, and distributing donations.
13. **Department of Corrections (DOC)**—Utilizing staff and selected, prescreened volunteers, DOC will help collect, coordinate, and distribute donations.
14. **Department of Parks and Recreation (DPR)**—DPR will provide space/facilities and staff to support DCTs and for receiving, organizing, and distributing donations.

**C. Non-Governmental Organizations**

1. **DC Volunteer Organizations Active in Disasters (DCVOAD)**—DCVOAD will establish a process for involving member organizations in the mitigation of, preparedness for, response to, and recovery from a public emergency.
2. **American Red Cross (ARC), Headquarters**—ARC will assist EMA and DCVOAD in donations management and distribution. The ARC will provide

a referral to interested donors about drives, hotlines, or agencies that do collect donated items that can be warehoused. The American Red Cross will also work with EMA to recruit and train local volunteers as needed in a relief operation.

3. **American Red Cross (ARC), National Capital Chapter**—The National Capital Chapter of the ARC will assist in the donations management and distribution. The ARC will provide a referral to interested donors about drives, hotlines, or agencies that do collect donated items that can be warehoused. The American Red Cross will also work with EMA to recruit and train local volunteers as needed in a relief operation.
4. **Salvation Army**—The Salvation Army will assist EMA in donations management as well as open and operate food distribution centers needed as a result of a public emergency. They will also assist in identifying and implementing a strategic warehouse plan and assist in managing warehouses.
5. **Consortium of Universities**—Participating DC-based colleges and universities, as part of the Consortium, may serve as information and technical expertise depots for volunteers and staging areas.
6. **Other Non-Governmental Organizations**—The other non-governmental organizations [University of the District of Columbia; Adventist Community Service; Catholic Charities, USA; Church World Services; Capitol Area Food Banks; Greater DC Cares; DC Vision; Humane Society; Lutheran Social Services; Church World Service (CWS); Mennonite Disaster Services; National Catholic Disaster Relief Committee; National Organization of Victims Assistance; Southern Baptist Disaster Relief; Volunteers of America; Local and Community Organizations; and Other Disaster Relief Agencies] provide assistance, as needed for the management of volunteers and donations.

#### **D. Lead Federal Agency**

**Federal Emergency Management Agency (FEMA)**—FEMA will assist the District through the National Donations Strategy, with participation by federal and District emergency management personnel assisted by private voluntary organizations. FEMA will serve as the primary federal agency for managing donations during a federally-declared disaster.

Upon the declaration of an emergency or major disaster by the President under the authority of the Robert T. Stafford Disaster Relief Act as Amended, April 1999, FEMA and other federal departments and agencies will implement the Federal Response Plan. Initially, these agencies will operate out of the FEMA Regional Operations Center. Later, when the Disaster Field Office (DFO) is established near

the disaster area, the agency ESF representatives that comprise the Emergency Response Team will be in the DFO.

**E. Other Federal Support Organization**

**National Guard**—The National Guard will support the safe collection and distribution of donated goods and services.

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